AMENDING THE ACT OF OCTOBER 15, 1966 (80 STAT. 915), AS AMENDED, ESTABLISHING A PROGRAM FOR THE PRESERVATION OF ADDITIONAL HISTORICAL PROPERTIES THROUGHOUT THE NATION, AND FOR OTHER PURPOSES

 $m J_{UNE}$  12, 1973.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. HALLY, from the Committee on Interior and Insular Affairs, submitted the following

## REPORT

[To accompany H.R. 7127]

The Committee on Interior and Insular Affairs, to whom was referred the bill (H.R. 7127) to amend the act of October 15, 1966 (80 Stat. 915), as amended, establishing a program for the preservation of additional historical properties throughout the Nation, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 2, lines 6 and 7, strike out "annually in fiscal years 1974, 1975, and 1976: *Provided*, That no" and insert in lieu thereof: "in fiscal year 1974, \$100,000 in fiscal year 1975, and \$125,000 in fiscal year 1976: *Provided*, That effective January 1, 1974, no".

Page 2, following line 10, insert the following new subsections (c)

and (d):

(c) Section 201 is amended by inserting the following new subsection:

"(g) The Council shall continue in existence until Decem-

ber 31, 1985."

(d) Section 101(b) (1) is amended by deleting "and American Samoa." and inserting "American Samoa, and the Trust Territory of the Pacific Islands."

#### PURPOSE

The purposes of H.R. 7127, introduced by Mr. Taylor of North Carolina and Mr. Johnson of California, as reported, are:

Similar measures before the Committee included H.R. 5743 by Representatives Saylor and Dellenback and S. 1201, a bill approved by the Senate.

First, to authorize the extension and expansion of the national

historic preservation matching grants program;

Second, to authorize the continued participation of the United States in the International Centre for the Study of the Preservation and Restoration of Cultural Property;

Third, to provide for the continued operation of the Advisory

Council on Historic Preservation; and

Fourth, to expand the definition of a State to include the Trust

Territory of the Pacific Islands.

Continuation of Grants-in-aid Program.—Under the terms of Public Law 89-665, as amended, matching grants-in-aid are made to the States and, through them, to localities. These grants may be used for surveying or planning activities or for the acquisition or development of places, structures, or objects of national, regional, state or local historical, architectural or cultural interest. In addition, the Act authorizes matching grants to be made to the National Trust for Historic Preservation—a federally chartered charitable, educational, non-profit corporation.

Since the inception of the program in 1966, \$20,834,000 has been appropriated for the program. Of this \$14,639,855 has been allocated to the States and \$4,014,921 has been allocated to the National Trust. An additional \$1,125,615 has been retained for contingency grants.

H.R. 7127, if enacted, would continue the authority, in annual installments, for this matching assistance program. As recommended, the bill authorizes the appropriation of \$15.6 million in fiscal year 1974, \$20 million in fiscal year 1975, and \$24.4 million in fiscal year 1976. It was demonstrated to the satisfaction of the Members of the Committee that the matching capability of the States and the National Trust justified an expansion of the program; however, the Members were reluctant to grant an unlimited, indefinite authorization. While funds budgeted and appropriated for this program have seldom neared the authorized levels, the budget request for fiscal year 1974 suggests a promising future for the program. The amounts recommended in the bill allow for a reasonable growth of the program during the next three years. After that, assuming the program has been funded at the authorized levels, the Congress can determine whether or not to increase or reduce the authorization for future years.

Continued United States Participation in the International Centre.—As authorized by Public Law 91–243, the United States became a Member of the International Centre for the Study of the Preservation and Restoration of Cultural Property in 1971. The provisions of that Act authorized the appropriation of \$100,000 per year for three years to cover the costs of membership. That authority expires at the

end of fiscal year 1973, unless extended.

H.R. 7127 authorizes the appropriation of \$100,000 annually during fiscal year 1974 and fiscal year 1975 and \$125,000 during fiscal year 1976 to cover the costs of membership. It also provides that in no event should the United States contribution exceed 25 percent of the total budget of the Centre after January 1, 1974—a provision which is consistent with the by-laws of the Centre and with a limitation placed by law (Public Law 92–544) on United States participation in the United Nations and related agencies.

Continuation of Advisory Council on Historic Preservation.—The Advisory Council on Historic Preservation is a 20-Member panel consisting of 10 statutory members (representing primarily Federal agencies) and 10 members appointed by the President. In addition to advising the President and the Congress on matters relating to historic preservation, it is charged with the responsibility of encouraging and assisting the development of historic preservation programs by governmental agencies and private individuals and organizations. Another important function of the Council involves the review of, and comment on, Federal programs and federally-assisted or licensed projects which might adversely affect properties entered on the National Register of Historic Places.

Under the provisions of the Federal Advisory Committee Act (Public Law 92-463), the Advisory Council would be terminated in 1975. Since the National Historic Preservation Act places continuing responsibilities on the Council, it would not be desirable for it to be terminated; therefore, the Committee recommends that it be extended until at least December 31, 1985. In the meantime, oversight over its functions will be exercised by the Committee through review of its annual reports, through its general oversight hearings, and through periodic consideration of legislation dealing with the historic pres-

ervation program generally.

Extension of Program to Trust Territories of the Pacific Islands.— Present law permits all States, the District of Columbia and Territories of the United States to participate in this program if they wish; however, the Trust Territories of the Pacific Islands is not specifically included even though it enjoys a special relationship to the United States. If enacted as recommended, H.R. 7127 would include the Trust Territory in the program.

#### BACKGROUND

The 1966 Act (Public Law 89-665)—In 1966, the Congress approved the basic statute establishing the National Historic Preservation Program. At that time, it authorized the expansion of the National Register of Historic Places to include places determined to be of regional, state, or local historical, architectural or cultural interest. The legislation also created an Advisory Council on Historic Preservation consisting of members representing various governmental agencies and members appointed by the President representing the public. One of the chief functions of the Council is to review Federal projects, projects supported by Federal funds, and federally licensed projects which might adversely affect National Register properties. After reviewing such activities, the Council may comment on them or recommend alternative courses of action which could avert detrimental affects on an historically significant property or area.

One of the most significant features of the Act, however, was the establishment of a grants-in-aid program which encouraged the States to promote the preservation of historical structures and places of State, regional and local significance. Under this program, Federal monies are matched dollar for dollar by State and local funds. These funds are used to develop Statewide historic preservation plans and

to acquire and develop historic properties. Similarly, the Act authorized matching assistance to be made available for programs and projects undertaken by the National Trust for Historic Preservation, a charitable, educational, nonprofit corporation created by Congress in 1949 (63 Stat. 927).

Under the terms of the original Act, appropriations were limited to not more than \$2 million in the first fiscal year and not more than \$10 million in the 3 succeeding fiscal years. During that period, however, little progress was made both because the States were not yet able to provide their share of the matching monies and because budget requests—and, as a result, appropriations—fell far short of the amounts authorized. Of the \$32 million authorized for fiscal years 1967 through 1970, only \$1,369,000 was actually appropriated. Of this, \$751,000 was apportioned among the States and \$617,500 was allocated to the Na-

tional Trust for Historic Preservation.

1970 Amendments Public Law 91-243.—In 1970, the program was thoroughly reviewed in light of the original objectives and reconsidered in light of experience. At that time, everyone seemed to agree that the basic objectives of the program remained desirable, but almost everyone was disappointed with the lack of progress that had been made during the first authorization period. In spite of this fact, it was general agreed that the future for the program looked promising. Not only was the matching capability of the States improving significantly, but the pending budget request for the next fiscal year (then fiscal year 1971) represented a significant Federal commitment to the proprogram. Upon the favorable recommendation of the administering authority and with substantial support throughout the States, the Congress reacted with constructive new legislation which provided adequate authority for reasonable growth in the matching grants program for the next three fiscal years.

Under the 1970 Act, \$7 million was authorized for fiscal year, \$10 million for fiscal year 1972, and \$15 million for fiscal year 1973. Again, experience has shown that the actual level of funding has fallen short of the amounts authorized to be appropriated for the state matching assistance program. None the less, a great deal of progress has been made since the 1970 authorization was approved by Congress. Actual appropriations during the last three fiscal years totaled \$19,465,000. Of this amount, almost \$14 million has been apportioned among the States, \$3.4 million has been allocated to the National Trust, slightly more than \$1 million has been held for contingency grants, and the remainder has been used to cover administrative costs. The attached table shows the amounts granted to each of the States since the incep-

tion of the program:

GRANTS ISSUED TO THE STATES AND THE NATIONAL TRUST: (AS OF MAR. 26, 1973)

State	Survey and planning	Acquisition and devel- opment		Totals	
	 Number Amount	Number	Amount	Number	Amount
Alabama Alaska Arizona Arkansas California Colorado	4 \$203, 424 4 84, 145 3 40, 136 3 395, 929 3 144, 521 2 40, 798	8 2 6 7 4 7	\$88, 111 62, 776 48, 132 77, 259 95, 771 19, 000	12 6 9 10 7 9	\$291,535 146,921 88,268 473,188 240,292 59,798

See footnote at end of table.

	Survey and	l planning	Acquisition and devel- opment		Totals	
State	Number	Amount	Number	Amount	Number	Amount
Connecticut	·4	55, 560	2	39,410	6	94, 970
Delaware	4	71, 900	5	51, 136	9	123, 036
Florida	2	179, 018	8	125, 823	10	304, 841
Georgia	2 3	100, 629	. 12	46, 005	15	146: 634
Hawaii	1	85, 000 _	·		1	85, 000
daho	3	59, 400	1	1, 176	4.	60, 576
Illinois	2.	253, 998	3	76,606	5	330, 604
Indiana						
lowa	2	51,501 _			2	51,501
Kansas	3	97, 962	5 2	71, 855	8	.169, 817
Kentucky	2	69,000	2	114, 992	4	183, 992
Louisiana	1	16, 036	3	43, 764	4	59, 800
Maine	4	41, 113	8	61, 860	12	102,973
Maryland	4	166, 607	. 12	73, 453	16	240, 060
Massachusetts	4	134, 398	11	89, 970	15	224, 368
Michigan	4	223, 372	16	95, 713	20	319, 085
Minnesota	5 .	326, 608	9 2	177, 298	14	503, 906
Mississippi	4 -	150, 784	2	61, 801	6	212, 585
Mississippi Missouri	4	129, 857	14	77, 364	. 18	207, 221
Montana	. 🤙	3, 977	. 5	77, 364 52, 280	7	56, 257
Nebraska	- 3	39, 353	Ğ	52, 738	ģ	92, 091
Nevada	ž	18, 902	š	18, 834	<b>5</b>	37, 736
New Hampshire	. ī	21, 000			ĭ	21, 000
New Jersey	Ź	100, 455	3	78, 000	5	1 178, 455
New Mexico	2	53, 497	9	99, 405	าเ	152, 902
New York	. 7	216, 369	14	393, 808	18	610, 177
North Carolina	7	234, 645	24	211, 428	28	446, 073
North Dakota	-	234, 043	24	211, 420	20	440, 073
Ohio	3	47, 500	7	89, 809	10	137, 309
Oklahoma	4	38, 189	4	33, 920	8	72, 109
			3		5	
Oregon	2 3	53, 500	6	32, 953 131, 322	9	86, 453
Pennsylvania	ş	184, 487	21		24	315, 809
Rhode Island	3	103, 262		157, 178		260, 440
South Carolina	4	631, 678	9	176, 630	13	£ <b>0</b> 8, 308
South Dakota	1 5	29, 900	1	15, 250	.2	45, 150
Tennessee	ž	77, 964	.5	87, 344	10	165, 308
Texas	3	77, 892	10	142, 264	13	220, 156
Utah	5	111, 496	2	56, 800	.7	168, 296
Vermont	4	49, 597	.6	120, 124	10	169, 721
Virginia	5 4	239, 095	11	76, 592	16	315, 687
Washington	4	80, 487	7	121, 468	11	201, 955
West Virginia	4	61, 472	2	167, 055	6	228, 527
Wisconsin	4	56, 634	. 4	84, 312	. 8	140, 946
Wyoming	4	103, 277	26	144, 435	30	247, 712
District of Columbia	2	66, 000	1	25, 601	3	91,601
Guam						
Puerto Rico	2	10, 144			. 2	10, 144
American Samoa						
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Subtotal	157	5, 832, 468	336	4, 168, 825	493	10, 001, 293
National Trust	12	3, 272, 239	25	742, 682	37	14,010,921
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Total	169	9, 104, 707	361	4, 911, 507	530	14, 010, 214
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<sup>1</sup> Excludes amounts allocated which have not yet been actually paid to the States or the National Trust.

In addition to the extension of the matching grants program, Public Law 91-243 added 3 statutory members to the Advisory Council on Historic Preservation and authorized United States participation in the International Centre for the Study of the Preservation and Restoration of Cultural Property. To cover the costs of United States membership in the Centre, \$100,000 was authorized to be appropriated for each of the fiscal years 1971, 1972, and 1973. Based on the formula for allocation of costs,<sup>2</sup> the United States contribution for the last three calendar years has totaled \$230,000.

<sup>&</sup>lt;sup>2</sup>Under the by-laws of the Centre, each Nation is assessed one percent of its annual contribution to UNESCO as its share of the operating costs of the Centre, but no Nation has been permitted to contribute more than 30 percent of the total budget of the Centre. Recent changes in the by-laws, approved by the governing body of the Centre, have reduced the maximum contribution to not more than 25 percent. This reduction will result in a drop in the United States assessment in future years so that the \$100,000 authorization will be adequate in the immediate future. In the event that additional nations become members of the Centre, the total budget may increase so that the United States contribution may increase modestly in the more distant future.

Accomplishments of Historic Preservation Program.—Since the inception of this program in 1966, State and local interest in historic preservation has grown at a rapid pace. Almost all of the States and most of the territorial possessions of the United States have developed historic preservation programs, and those which have not are nearing completion of their program plans. As indicated in the chart below, the matching capability of the States has grown from absolutely no available funds in fiscal year 1968 to over \$31 million in fiscal year 1973, and it is anticipated that this growth will continue in the immediate years ahead.

FAST MATCHING CAPABILITY OF STATES AND THE NATIONAL TRUST BY FISCAL YEAR

Alaska		Fiscal year-							
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Note: Estimated fiscal year 1974 matching capability derived from fiscal year 1973 State program: \$41,405,691.

In addition to their active interest in the matching grants program, several States have undertaken positive programs to protect historic values. At least 18 States have enacted legislation or established state registers of historic places patterned after the national model. Practically all States have nominated historic properties for inclusion in the National Register of Historic Places. By the end of 1972, it included some 3,500 entries, and in the last year, the number has grown

to over 4,000.

Participation in the International Centre for the Study of the Preservation and Restoration of Cultural Property has been an equally rewarding experience. Not only does it show our national concern for historic preservation problems throughout the world, but through it, the United States has received more tangible benefits. Trained conservators of historic objects and places are few in number, although interest in the field is growing. The International Centre provides specialized training for conservation, preservation, and restoration techniques. In the short time that the United States has been a member of the Centre, 32 Americans have participated in special training courses which it offers. In addition, two conferences on technical preservation programs have been held in the United States since we became a member in 1971. As another special service, the Centre has provided technical advice, at the request of the Architect of the Capitol, on methods of stone preservation in relation to the West Front of the United States Capitol and similar assistance is being extended concerning preservation problems at four historic, adobe, Franciscan Missions in San Antonio, Texas.

#### NEED FOR LEGISLATIVE ACTION

Unless further authorizing legislation is enacted, the matching assistance program will expire at the end of the current fiscal year, as will the authorization for United States participation in the International Centre. The Members of the authorizing Committee feel that both features of this program are highly desirable and should be extended.

It should also be noted that legislation is necessary to continue the life of the Advisory Council on Historic Preservation. Under the provisions of the Federal Advisory Committee Act of 1972, all advisory committees created by Congress are scheduled to terminate on January 5, 1975, unless otherwise provided by law (86 Stat. 770). Under that general legislation, the continuing functions of the Council would cease, since it has no fixed period of existence under provisions of the Historic Preservation Act. In light of the fact that the Council has been assigned the responsibility of advising the President and the Congress on matters relating to historic preservation and in light of the fact that it will continue to have review functions to perform with respect to National Register properties, the Members of the Committee agreed that its existence should be continued at least for the next 12 years.

# COMMITTEE AMENDMENTS

The Committee recommends the adoption of three relatively technical amendments.

The first amendment involves the authorization for United States participation in the International Centre. As recommended, the authorization for appropriations would be increased from \$100,000 to \$125,000 in fiscal year 1976. Beginning in 1974, no Nation will be permitted to contribute more than 25 percent of the total budget of the Centre. This should operate to reduce the United States contribution in the future unless membership in the Centre increases significantly in the years ahead. In view of this possibility, the Members of the Committee were convinced that it would be appropriate to allow a small measure of flexibility so that the United States can meet its obligation if more Nations do become members. The bill places an absolute limit of \$125,000 on the United States contribution for fiscal year 1976, but it also limits, by statute, our contribution to no more than 25 percent of the total assessment for the Centre beginning in calendar year 1974.

The second Committee amendment provides for the continued operation of the Advisory Council on Historic Preservation through December 31, 1985. When the Council was originally created by Congress, it was given the responsibility of reviewing Federal activities which might adversely affect properties listed on the National Register. As explained above, this will be a continuing function which can be maintained only if the Council continues to exist; therefore, the Members of the Committee feel that the general provisions of the Federal Ad-

visory Committee Act should not apply to this organization.

The third Committee amendment merely adds the Trust Territory of the Pacific Islands to the governmental entities which are permitted to participate in the historic preservation program. The District of Columbia and the territorial possessions of the United States (viz. Puerto Rico, Virgin Islands, Guam, and American Samoa) are already included by Public Law 89–665, but the Trust Territory is not. It was generally agreed that this area should be given standing in the program, not only because of the United States responsibilities with respect to it, but because it is an area having many sites of great historical significance.

Cost

The legislation authorizes the appropriation of \$15,600,000 in fiscal year 1974, \$20,000,000 in fiscal year 1975, and \$24,400,000 in fiscal year 1976, for the Federal matching grants-in-aid program. While the Members of the Committee recognize that the States and the National Trust for Historic Preservation could effectively match larger sums, it was concluded that the program outlined in the bill represents the maximum amount which the Congress might reasonably expect to

appropriate.

The Committee noted that the program outlined for the next three years can be a positive step forward for the national historic preservation effort if the President fully implements it. While the Administration requested an unlimited authorization—both in terms of time and amount—the Committee agreed that the authorization in annual increments enabled the Congress to exercise more effective control and oversight over the program and, at the same time, permits the participating States to develop long-term plans for the years ahead.

The bill also authorized the appropriation of \$100,000 in fiscal year 1974, \$100,000 in fiscal year 1975, and \$125,000 in fiscal year 1976 to cover the costs of the membership of the United States in the International Centre for the Study of the Preservation and Restoration of Cultural Property. It also limits the United States contribution to the Centre (after December 31, 1973) to no more than 25 percent of its total annual budget.

#### COMMITTEE RECOMMENDATION

By a voice vote, the Committee on Interior and Insular Affairs recommended the enactment of H.R. 7127, as amended.

EXECUTIVE COMMUNICATIONS AND DEPARTMENTAL REPORTS

Prior to the consideration of H.R. 7127, an Executive Communication (dated February 28, 1973) was transmitted to the Speaker of the House suggesting certain amendments to the National Historic Preservation Act. In addition, the Committee received reports and comments from the Department of the Interior (dated May 2, 1973), the Department of State (dated May 1, 1973) and the Smithsonian Institution (dated May 1, 1973). The texts of these communications follow:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., February 28, 1973.

Hon. Carl Albert, Speaker of the House of Representatives, Washington, D.C.

DEAR MR. SPEAKER: Enclosed is a draft of a bill "To amend the Act of October 15, 1966 (80 Stat. 915), as amended, establishing a program for the preservation of additional historic properties throughout the Nation, and for other purposes."

We recommend that the bill be referred to the appropriate com-

mittee for consideration, and we recommend that it be enacted.

The Act of October 15, 1966 (80 Stat. 915; 16 U.S.C. 470), popularly referred to as the "National Historic Preservation Act", authorized a program of matching Federal grants to States and the National Trust for Historic Preservation for purposes of preserving properties significant in American history, architecture, archeology, and culture. The Act also established an Advisory Council on Historic Preservation to advise the President and Congress on matters relating to historic preservation.

The 1966 Act authorized a total of \$32 million for grants to States and the National Trust, ending after fiscal year 1970. The Act of May 9, 1970 (84 Stat. 204), amended the 1966 Act to extend the appropriation authorization for grants from fiscal years 1971 through 1973,

at an additional total authorization of \$32 million.

The Act of May 9, 1970, also added three ex officio members to the Advisory Council on Historic Preservation, and it provided for United States participation in the International Centre for the Study of the

Preservation and the Restoration of Cultural Property (Rome Centre), authorizing the appropriation of not more than \$100,000 annually for fiscal years 1971, 1972, and 1973 for that purpose

The enclosed draft bill would further amend the National Historic Preservation Act of 1966 by (1) extending indefinitely the funding authorization for matching grants and by (2) extending indefinitely the funding authorization for participation in the Rome Centre

Extension of funding for matching grants.—Existing funding au. thority for matching grants to States and the National Trust will expire on June 30, 1973. It is essential, therefore, that the funding authority be extended before that date to permit proper programming. We propose a permanent appropriation authorization, instead

of the current 3-year authorization.

Extension of funding for Rome Centre.—Existing funding authority for United States participation in the activities of the Rome Centre will also expire on June 30, 1973. The enclosed draft bill will extend the current appropriation authorization indefinitely. The Rome Centre is an independent, intergovernmental body of 52 member nations. established under the auspices of UNESCO in 1958. It is the continuing, intergovernmental organization of professional conservators and restorationists. Participation by the United States, as authorized in the 1970 amendments to the National Historic Preservation Act of 1966, is an international expression of this Nation's interest in world-

wide historic preservation.

United States membership, which became effective January 20. 1971, is guided by the Advisory Council on Historic Preservation and its Rome Centre Committee, a body consisting of representatives of 25 national institutions and Federal agencies whose programs and interests parallel those of the Rome Centre. Member institutions and agencies of the Rome Centre Committee are (1) the National Park Service, (2) the Smithsonian Institution, (3) the National Trust for Historic Preservation, (4) the Library of Congress, (5) the International Council of Museums (United States National Committee), (6) the Henry Francis du Pont Winterthur Museum, (7) the Cooperstown Graduate Programs, (8) the International Institute for Conservation of Historic and Artistic Works (American Group), (9) the Conservation Center, Institute of Fine Arts, New York University, (10) the Intermuseum Conservation Association, (11) the American Society of Civil Engineers, (12) the Association for Preservation Technology, (13) the Society of Architectural Historians, (14) the School of Architecture, Columbia University, (15) the American Association of Museums, (16) the Society for American Archeology, (17) the American Association for State and Local History, (18) the International Council on Monuments and Sites (U.S. National Committee), (19) Colonial Williamsburg, (20) the National Gallery of Art, (21) the American Institute of Architects, (22) the United States National Commission for UNESCO, (23) the Department of State, (24) the National Endowment for the Arts, and (25) the National Endowment for the Humanities.

Although the period of membership in the Rome Centre has been brief, substantial benefits have accrued. Initiated by the Rome Centre Committee, a traveling summer school for the training of architects in restoration work was established, beginning in July 1972. More centre will also sponsor a conference on the preservation and restortion of cultural property in the United States. Held in Williamsling and Philadelephia, the conference will enable conservators and
architect-restorers from the United States and selected western hemisphere countries to consider mutual problems and consider ways in
which their disciplines and programs might be integrated. Specifiteally, the conference will enable National Park Service personnel to
benefit from the expertise of foreign participants in the concepts and
techniques of historic preservation as they may be applied to the
restoration and preservation of historic properties in the National
Park System. Beginning in January 1972, an American on special assignment became one of the three program directors for the Rome
Centre. Six American students were selected to attend regular Rome
Centre training courses on the restoration of ancient monuments and
the conservation of mural paintings during fiscal year 1972.

The National Historic Preservation Act of 1966 has already done much to stimulate State, local, and private activity in the preservation of the Nation's historic and cultural heritage. We believe a rigorous extension of the program, in accordance with the authorities proposed herein, is necessary to assure the fulfillment of national

aspirations in the preservation of that heritage.

The Office of Management and Budget has advised that there is no objection to the presentation of this proposed legislation from the standpoint of the Administration's program.

Sincerely yours,

NATHANIEL REED, Assistant Secretary of the Interior.

A BILL To amend the Act of October 15, 1966 (80 Stat. 915), as amended, establishing a program for the preservation of additional historic properties throughout the Nation, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of October 15, 1966 (80 Stat. 915; 16 U.S.C. 470), as amended, is further amended as follows:

(a) Section 108 is amended by deleting the first sentence and inserting in lieu thereof the following: "There is authorized to be appropriated such sums as may be necessary to carry out the provisions of this title."

(b) Subsection (c) of section 206 is amended to read: "There is authorized to be appropriated such sums as may be necessary for the purposes of this section."

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 2, 1973.

Hon. James A. Haley,

Chairman, Committee on Interior and Insular Affairs, House of Representatives, Washington, D.C.

Dear Mr. Chairman: This responds to the request of your Committee for the views of this Department on H.R. 7127, a bill "To amend the Act of October 15, 1966 (80 Stat. 915), as amended, estab-

lishing a program for the preservation of additional historical prop erties throughout the Nation, and for other purposes."

We recommend enactment of H.R. 5743, the bill submitted by the Administration to the Congress by letter dated February 28, 1973, in

lieu of H.R. 7127.

Both H.R. 7127 and H.R. 5743 amend the National Historic Preservation Act (80 Stat. 915), as amended, to extend the Act's funding, authority for matching grants to the States and the National Trust for Historic Preservation, for purposes of preserving properties significant in American history, archeology, architecture, and culture This authority will expire June 30, 1973. Both bills also extend funding authority for United States participation in the activities of the International Centre for the Study of the Preservation and Restoration of Cultural Property, formerly known as the Rome Centre; that authority also expires on June 30 of this year.

H.R. 5743, the Administration proposal, would provide for an indefinite appropriation authorization for the grant-in-aid program, instead of the current 3-year authorization. H.R. 7127 provides an authorization for only a 3-year period, and specifies the amount authorized in each of those 3 years. To permit orderly long-range planning by the States and to provide the flexibility in funding that historic preservation needs, we prefer the open-ended authorization in

H.R. 5743.

H.R. 5743 extends indefinitely the current appropriation authorization for United States participation in the International Centre, H.R. 7127 extends the authorization for only 3 years, and limits the amount to \$100,000 per year, but no more than 25 percent of the total annual assessment of the organization. We agree that the United States contribution should be limited to 25 percent of the total annual assessment, but we prefer the open-ended authorization in H.R. 5743, first, because it facilitates long-term planning by the organization, and second, because the United States assessment may exceed \$100,000 as more nations join the Centre, even though the United States contribution is limited to 25 percent of the total.

The National Historic Preservation Act has already done much to stimulate activity by State and local governments and by private persons, to preserve the Nation's historical and cultural heritage. We recommend enactment of legislation permitting continuation and extension of the program, and we favor the open-ended authorizations

contained in H.R. 5743 to accomplish this purpose.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

NATHANIEL REED, Assistant Secretary of the Interior.

DEPARTMENT OF STATE, Washington, D.C., May 1, 1973.

Mr. JAMES A. HALEY,

Chairman, Committee on Interior and Insular Affairs, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHARMAN: I am replying to your letter of April 20, 1973, requesting a report on H.R. 7127, which would further amend the Act of October 15, 1966 (80 Stat. 915) to grant, inter alia, an extension for fiscal years 1974, 1975 and 1976 of the current \$100,000 maximum appropriation for the International Centre for the Study of the Preservation and the Restoration of Cultural Property (Rome Centre), provided that this does not exceed 25 percent of the total

annual assessment of the Centre.

We believe that United States interests are well served by our participation in the Rome Centre and recommend that the funding authority be extended indefinitely to provide for our continued participation in its work. We would further recommend that no limitation be placed on the amounts that may be appropriated. Accordingly, we recommend enactment of H.R. 5743, a bill proposed by the Department of the Interior to provide for the preservation of additional historic properties throughout the nation and for the continued funding of the Rome Centre, in lieu of H.R. 7127.

In this connection, we would note that the overall level of assessments is already limited by the Centre's Statutes, which provide that assessments shall be an amount equal to one percent of the members'

UNESCO assessments.

At the recent meeting of the General Assembly of the Rome Centre it was decided that, as of January 1, 1974, no member's assessment will exceed 25 percent of the Centre's total annual assessments. However, since the previous ceiling of 30 percent will be in effect through 1973, the provision in H.R. 7127 relating to the application of the 25 percent limitation to fiscal year 1974, from which our calendar year 1973 contribution will be paid, would make it impossible for the United

States to pay its full assessment.

It is the Department of State's belief that the Rome Centre is an appropriate international expression of this Nation's interest in worldwide historic preservation. Moreover, the United States has itself received substantial direct benefits from its membership in the Centre. Americans have participated in the Centre's varied training courses, its travelling summer school, and the North American International Regional Conference held last year in Williamsburg and Philadelphia. We have also benefited from a special mission, conducted by the Centre at the request of the Architect of the Capitol, and expect to be able of profit similarly from the mission currently being organized to investigate and advise upon the deterioration of four ancient Franciscan Missions in San Antonio, Texas. In addition, membership in the

Centre gives American experts access to invaluable international information relative to the preservation and restoration of cultural property (objects, buildings, monuments and the like) through publications, meetings, training courses and technical assistance on specific problems.

United States influence on the activities of the Centre is substantial: the United States is represented on the 17-member Council which administers the Centre's program between the biennial Assembly meetings, and a United States civil servant, on loan to the Centre, is one of

the Centre's three program directors.

The Office of Management and Budget advises that from the standpoint of the Administration's program there is no objection to the submission of this report.

Sincerely,

W. Marshall Wright, Acting Assistant Secretary for Congressional Relations.

SMITHSONIAN INSTITUTION, Washington, D.C., May 2, 1973.

Hon. James A. Haley,

Chairman, Committee on Interior and Insular Affairs, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Thank you for the opportunity to comment on H.R. 7127, a bill to amend the National Historic Preservation Act of 1966.

The Smithsonian Institution favors the provisions of H.R. 5743. Recently I wrote to Mr. Saylor in regard to that bill, and am enclosing a copy of my letter for your information.

Sincerely yours,

S. Dillon Ripley, Secretary.

APRIL 17, 1973.

Hon. John P. Saylor, U.S. House of Representatives, Washington, D.C.

Dear Mr. Saylor: I was pleased to note that you recently introduced H.R. 5743, a bill to amend the National Historic Preservation Act of 1966. The bill would extend the funding authorization for the Historic Properties Preservation program and for United States par-

ticipation in the Rome Centre.

The Smithsonian strongly supports the purposes of the Act and its further extension. The preservation of the great buildings and monuments, which are an integral part of America's cultural heritage, increases in importance each year. The demands of a growing population and the increasing density of our cities have all too often brought about the destruction of historic buildings and their replacement by parking lots or structures of bland and sterile modernity.

Of particular interest to the Smithsonian is the provision in the bill which would extend the authorization for United States participation in the Rome Centre, now known as the "International Centre for Conservation". By statute, United States participation in the International Centre is coordinated by the Secretary of State and the Advisory Council on Historic Preservation "after consultation with the Smithsonian Institution and other public and private organizations." The Council has established an International Centre Committee composed of 26 national institutions and Federal agencies, including, among others, the Smithsonian, the Library of Congress, and the Architect

of the Capitol.

The Smithsonian believes that United States participation has been very worthwhile, not only because it indicates to other nations the genuine concern felt by the Government of the United States and leading cultural institutions of this country for the preservation of the world's heritage of art and culture, but because it is bringing direct benefits to the conservation program in the United States. For example, a traveling summer school sponsored by the Centre for the training of architects in restoration took place in July, 1972, and two-thirds of the participants were American architects and students of historic preservation. The International Centre sponsored a conference in September, 1972, on preservation and restoration of cultural property in the United States. It was held in Williamsburg and Philadelphia and covered a broad range of technical advance and research in conservation methods and materials, as well as the organization of training for restoration experts. In 1973 the International Centre is establishing a training course in "Fundamental Principles of Conservation." The Smithsonian participated in the development of this course which will link existing knowledge to the facilities and resources of the Centre.

At the request of the United States the Centre studied masonry consolidation methods for the preservation of the West Front of the Capitol and made recommendations for its stabilization. It is also arranging a study to consider methods of treating and retarding the deterioration of four Franciscan missions at San Antonio, Texas.

The Smithsonian strongly urges the continued participation of the United States in the International Centre for Conservation and believes the benefits far outweigh the relatively small cost of that

membership.

The Office of Management and Budget has advised that there is no objection to the submission of this report to the Congress from the standpoint of the Administration's program.

Sincerely yours,

S. DILLON RIPLEY, Secretary.

## CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

# ACT OF OCTOBER 15, 1966 (80 STAT. 915), AS AMENDED (16 U.S.C. 470)

The Congress finds and declares—

(a) that the spirit and direction of the Nation are founded

upon and reflected in its historic past;

(b) that the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people;

(c) that, in the face of ever-increasing extensions of urban centers, highways, and residential, commercial, and industrial developments, the present governmental and nongovernmental historic preservation programs and activities are inadequate to insure future generations a genuine opportunity to appreciate and enjoy

the rich heritage of our Nation; and

(d) that, although the major burdens of historic preservation have been borne and major efforts initiated by private agencies and individuals, and both should continue to play a vital role, it is nevertheless necessary and appropriate for the Federal Government to accelerate its historic preservation programs and activities, to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist State and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.

#### TITLE I

Sec. 101. (a) The Secretary of the Interior is authorized—

(1) to expand and maintain a national register of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, and culture, hereinafter referred to as the National Register, and to grant funds to States for the purpose of preparing comprehensive statewide historic surveys and plans, in accordance with criteria established by the Secretary, for the preservation, acquisition, and development of such properties;

(2) to establish a program of matching grants-in-aid to States for projects having as their purpose the preservation for public benefit of properties that are significant in American history,

architecture, archeology, and culture; and

(3) to establish a program of matching grant-in-aid to the National Trust for Historic Preservation in the United States, chartered by act of Congress approved October 26, 1949 (63 Stat. 927), as amended, for the purpose of carrying out the responsibilities of the National Trust.

(b) As used in this Act—

(1) The term "States" includes, in addition to the several States of the Union, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam [and American Samoa.] American Samoa, and the Trust Territory of the Pacific Islands.

The term "project" means programs of State and local governments and other public bodies and private organizations and individuals for the acquisition of title or interests in, and for the development of, any district, site, building, structure, or object that is significant in American history, architecture, archeology, and culture, or property used in connection therewith, and for its development in order to assure the preservation for public benefit of any such historical properties.

(3) The term "historic preservation" includes the protection, rehabilitation, restoration, and reconstruction of districts, sites, buildings, structures, and objects significant in American history, architecture,

archeology, or culture.

(4) The term "Secretary" means the Secretary of the Interior.

SEC. 102. (a) No grant may be made under this Act—

(1) unless application therefor is submitted to the Secretary in accordance with regulations and procedures prescribed by him;

(2) unless the application is in accordance with the comprehensive statewide historic preservation plan which has been approved by the Secretary after considering its relationship to the comprehensive statewide outdoor recreation plan prepared pursuant to the Land and Water Conservation Fund Act of 1965 (78-Stat. 897);

(3) for more than 50 per centum of the total cost involved, as determined by the Secretary and his determination shall be final;

(4) unless the grantee has agreed to make such reports, in such form and containing such information as the Secretary may from

time to time require;

(5) unless the grantee has agreed to assume, after completion of the project, the total cost of the continued maintenance, repair, and administration of the property in a manner satisfactory to the Secretary; and

(6) until the grantee has complied with such further terms and conditions as the Secretary may deem necessary or advisable.

(b) The Secretary may in his discretion waive the requirements of subsection (a), paragraphs (2) and (5) of this section for any grant under this Act to the National Trust for Historic Preservation in the United States, in which case a grant to the National Trust may include funds for the maintenance, repair, and administration of the property in a manner satisfactory to the Secretary.

(c) No State shall be permitted to utilize the value of real property obtained before the date of approval of this Act in meeting the remaining cost of a project for which a grant is made under this Act.

SEC. 103. (a) The amounts appropriated and made available for grants to the States for comprehensive statewide historic surveys and plans under this Act shall be apportioned among the States by the Secretary on the basis of needs as determined by him: Provided, however, That the amount granted to any one State shall not exceed 50 per centum of the total cost of the comprehensive statewide historic survey and plan for that State, as determined by the Secretary.

(b) The amounts appropriated and made available for grants to the States for projects under this Act for each fiscal year shall be apportioned among the States by the Secretary in accordance with needs as disclosed in approved statewide historic preservation plans. The Secretary shall notify each State of its apportionment, and the amounts thereof shall be available thereafter for payment to such State for projects in accordance with the provisions of this Act. Any amount of any apportionment that has not been paid or obligated by the Secretary during the fiscal year in which such notification is given, and for two fiscal years thereafter, shall be reapportioned by the Secretary in accordance with this subsection.

Sec. 104. (a) No grant may be made by the Secretary for or on account of any survey or project under this Act with respect to which financial assistance has been given or promised under any other Federal program or activity, and no financial assistance may be given under any other Federal program or activity for or on account of any survey or project with respect to which assistance has been given or

promised under this Act.

(b) In order to assure consistency in policies and actions under this Act with other related Federal programs and activities, and to assure coordination of the planning acquisition, and development assistance to States under this Act with other related Federal programs and activities, the President may issue such regulations with respect thereto as he deems desirable, and such assistance may be provided

only in accordance with such regulations.

Sec. 105. The beneficiary of assistance under this Act shall keep such records as the Secretary shall prescribe, including records which fully disclose the disposition by the beneficiary of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

SEC. 106. The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under title II of this Act a reasonable opportunity to comment with regard to such undertaking.

SEC. 107. Nothing in this Act shall be construed to be applicable to the White House and its grounds, the Supreme Court building and its grounds, or the United States Capitol and its related buildings and

grounds.

SEC. 108. There are authorized to be appropriated not more than \$7,000,000 to carry out the provisions of this title for fiscal year 1971, \$10,000,000 for fiscal year 1972, and \$15,000,000 for fiscal year 1973. To carry out the provisions of this title, there are authorized to be appropriated more than \$15,600,000 in fiscal year 1974, \$20,000,000 in fiscal year 1975, and \$24,400,000 in fiscal year 1976. Such appropriations shall be available for the financial assistance authorized by this title and for the administrative expenses of the Secretary in connection therewith, and shall remain available until expended.

### TITLE II

Sec. 201. (a) There is established an Advisory Council on Historic preservation (hereinafter referred to as the "Council") which shall he composed of twenty members as follows:

(1) The Secretary of the Interior.

The Secretary of the Interior.
 The Secretary of Housing and Urban Development.
 The Secretary of Commerce.
 The Administrator of the General Services Administration.
 The Secretary of the Treasury.
 The Attorney General.
 The Secretary of Agriculture.
 The Secretary of Transportation.

(9) The Secretary of the Smithsonian Institution; and

(10) The Chairman of the National Trust for Historic Preservation.

(11) Ten appointed by the President from outside the Federal Government. In making these appointments, the President shall give due consideration to the selection of officers of State and local governments and individuals who are significantly interested and experienced in the matters to be considered by the Council.

(b) Each member of the Council specified in paragraphs (1) through (10) of subsection (a) may designate another officer of his

department or agency to serve on the Council in his stead.

(c) Each member of the Council appointed under paragraph (11) of subsection (a) shall serve for a term of five years from the expiration of his predecessor's term; except that the members first appointed under that paragraph shall serve for terms of from one to five years, as designated by the President at the time of appointment, in such manner as to insure that the terms of not less than one nor more than two of them will expire in any one year.

(d) A vacancy in the Council shall not affect its powers, but shall be filled in the same manner as the original appointment (and for the

balance of the unexpired term).

(e) The Chairman of the Council shall be designated by the President.

(f) Eleven members of the Council shall constitute a quorum.

(g) The Council shall continue in existence until December 31, 1985.

Sec. 202. (a) The Council shall—

(1) advise the President and the Congress on matters relating to historic preservation; recommend measures to coordinate activities of Federal, State, and local agencies and private institutions and individuals relating to historic preservation; and advise on the dissemination of information pertaining to such activities:

(2) encourage, in cooperation with the National Trust for Historic Preservation and appropriate private agencies, public in-

terest and participation in historic preservation;

(3) recommend the conduct of studies in such areas as the adequacy of legislative and administrative statutes and regulations pertaining to historic preservation activities of State and local governments and the effects of tax policies at all levels of government on historic preservation;

(4) advise as to guidelines for the assistance of State and local governments in drafting legislation relating to historic preservation; and

(5) encourage, in cooperation with appropriate public and private agencies and institutions, training and education in the field

of historic preservation.

(b) The Council shall submit annually a comprehensive report of its activities and the results of its studies to the President and the Congress and shall from time to time submit such additional and special reports as it deems advisable. Each report shall propose such legislative enactments and other actions as, in the judgment of the Council, are necessary and appropriate to carry out its recommendations.

Sec. 203. The Council is authorized to secure directly from any department, bureau, agency, board, commission, office, independent establishment or instrumentality of the executive branch of the Federal Government information, suggestions, estimates, and statistics for the purpose of this title; and each such department, bureau, agency, board, commission, office, independent establishment or instrumentality is authorized to furnish such information, suggestions, estimates, and statistics to the extent permitted by law and within available funds.

Sec. 204. The members of the Council specified in paragraphs (1) through (10) of section 201(a) shall serve without additional compensation. The members of the Council appointed under paragraph (11) of section 201(a) shall receive \$100 per diem when engaged in the performance of the duties of the Council. All members of the Council shall receive reimbursement for necessary traveling and subsistence expenses incurred by them in the performance of the duties of the Council.

Sec. 205. (a) The Director of the National Park Service or his designee shall be the Executive Director of the Council. Financial and administrative services (including those related to budgeting, accounting, financial reporting, personnel and procurement) shall be provided the Council by the Department of the Interior, for which payments shall be made in advance, or by reimbursement, from funds of the Council in such amounts as may be agreed upon by the Chairman of the Council and the Secretary of the Interior: Provided, That the regulations of the Department of the Interior for the collection of indebtedness of personnel resulting from erroneous payments (5 U.S.C. 46e) shall apply to the collection of erroneous payments made to or on behalf of a Council employee, and regulations of said Secretary for the administrative control of funds (31 U.S.C. 665(g)) shall apply to appropriations of the Council: And provided further, That the Council shall not be required to prescribe such regulations.

(b) The Council shall have power to appoint and fix the compensation of such additional personnel as may be necessary to carry out its duties, without regard to the provisions of the civil service laws

and the Classification Act of 1949.

(c) The Council may also procure, without regard to the civil service laws and the Classification Act of 1949, temporary and intermittent services to the same extent as is authorized for the executive departments by section 15 of the Administrative Expenses Act of 1946

U.S.C. 55a), but at rates not to exceed \$50 per diem for

individuals.

(b) The members of the Council specified in paragraphs (1) through (9) of section 201(a) shall provide the Council, on a reimbursable basis, with such facilities and services under their jurisdiction and control as may be needed by the Council to carry out its duties, to the extent that such facilities and services are requested by the Council and are otherwise available for that purpose. To the extent of available appropriations, the Council may obtain, by purchase, rental, donation, or otherwise, such additional property, facilities, and services as may be needed to carry out its duties.

Sec. 206. (a) The participation of the United States as a member in the International Centre for the Study of the Preservation and

Restoration of Cultural Property is hereby authorized.

"(b) The Council shall recommend to the Secretary of State, after consultation with the Smithsonian Institution and other public and private organizations concerned with the technical problems of preservation, the members of the official delegation which will participate in the activities of the Centre on behalf of the United States. The Secretary of State shall appoint the members of the official delegation from the persons recommended to him by the Council.

**[**(c) For the purposes of this section, there are authorized to be appropriated not more than \$100,000 annually for fiscal year 1971 and

for each of the two succeeding fiscal years.]

(c) For the purposes of this section there are authorized to be appropriated not more than \$100,000 in fiscal year 1974, \$100,000 in fiscal year 1975, and \$125,000 in fiscal year 1976: Provided, That effective January 1, 1974, no appropriation is authorized and no payment shall be made to the Centre in excess of 25 per centum of the total annual assessment of such organization.